

Proposed 5-Year Program of Regular Forest Highway Projects
to be Financed with Regular Forest Highway Funds

<u>LOCATION AND PROJECT</u>	<u>LENGTH</u>	<u>TYPE</u>	<u>EST. COST</u>	<u>FY</u> <u>1957</u>	<u>FY</u> <u>1958</u>	<u>FY</u> <u>1959</u>	<u>FY</u> <u>1960</u>	<u>FY</u> <u>1961</u>
<u>Tongass Highway</u>								
Whipple Creek - Clover Pass	4.7	Grading	820,000					820,000
Whipple Creek - Clover Pass	4.7	Gr.Surf.	125,000					125,000
Clover Pass - Lunch Creek	3.0	Grading	750,000			750,000		
Clover Pass - Lunch Creek	3.0	Gr.Surf.	80,000			80,000		
<u>Glacier Highway</u>								
Fritz Cove Road	2.7	Grading	125,000			125,000		
Fritz Cove Road	2.7	Gr.Surf.	75,000			75,000		
Juneau - Thane	3.4	Gr.Surf.	90,000			90,000		
Eagle River Flats	2.2	Grading	350,000				350,000	
Eagle River Flats	2.2	Gr.Surf.	60,000				60,000	
Tee Harbor - Eagle River	8.0	Grading	300,000		300,000			
Juneau - Duck Creek	9.0	Seal Coat	25,000	25,000				
<u>Douglas Highway</u>								
J-D Bridge - Douglas	1.9	Seal Coat	6,000	6,000				
<u>Kenai River Highway</u>								
Mile 38 - Forest Bdry.	18.1	Paving	500,000	500,000				
<u>Sitka Highway</u>								
Section E Bridges	--	Bridges	100,000		100,000			
<u>Wrangell Highway</u>								
Wrangell - Shoemaker Bay	5.3	Grading	800,000	800,000				
<u>Copper River Highway</u>								
Mile 7 - Mile 13		Bridges	900,000		900,000			
Mile 7 - Mile 13	6.8	Grading	475,000			475,000		
Cordova - Mile 7	6.3	Grading	600,000				600,000	
Cordova - CAA Airport	13.1	Gr.Surf.	330,000				330,000	
<u>Resurrection Bay Highway</u>								
S-A Highway - Nash	2.6	Grading	150,000					150,000
<u>Hope Highway</u>								
Mile 58 - Hope	16.0	Improve.	15,000	15,000				
<u>Totals</u>				1,346,000	1,300,000	1,595,000	1,340,000	1,095,000

MAIN STREETS IN ALASKAN TOWNS THAT WILL REQUIRE RECONSTRUCTION
AS RESULT OF PULP MILL INDUSTRIAL DEVELOPMENT THAT THE TOWNS
ARE FINANCIALLY UNABLE TO ACCOMPLISH WITHOUT OTHER ASSISTANCE.

Sitka

The town of Sitka does not have a main thoroughfare connecting the forest highway route that extends north and south of Sitka, which is adequate to provide the services essential to the increased traffic that will be generated by construction of the pulp mill. The existing streets are narrow, crooked and generally constructed to a low standard. Right-of-way costs will be high because of the amount of property and buildings that will be involved. Estimated cost of improving one street to connect the main roads follows:

Length: 2.0 miles

Estimated Cost: \$3,000,000

Wrangell

The situation at Wrangell is almost identical to that of the town of Sitka, excepting that possibly the street system is of a lower standard. The general economic level at Wrangell has been considerably below that of most of the larger towns of Alaska. Whereas many gained financially from expenditures connected with the war effort, Wrangell did not since it was outside the main sphere of activity. The town also suffered a serious blow by a fire several years ago which destroyed a considerable portion of the business center. Much of this has not yet been rebuilt. Once construction of the industrial development in the vicinity of Wrangell starts, the town will be faced with a serious situation insofar as its streets are concerned, and due to its present financial position, it will not be able to provide for the necessary work without major help from outside sources. Estimated cost of improving one street to connect the forest highway which extends north and south from Wrangell is as follows:

Length: 1.5 miles

Estimated Cost: \$2,000,000

Juneau

A considerable increase in the number of vehicles in the Juneau area has already revealed the inadequacy of the main streets to handle traffic during periods of peak volume. During winter months this condition is greatly aggravated since heavy snowfalls must be removed from the streets by hauling vehicles as the narrow width does not permit of any stockpiling.

The impending construction of a large pulp mill in the Juneau vicinity and the corresponding increase in permanent population will be certain to bring a further increase in traffic. The city officials have recognized the problem and a movement for constructing an "outer drive" on the tidelands bypassing the area of greatest congestion has gained considerable momentum. However, the financing of this project remains to be solved. The estimated cost of the "outer drive" is as follows:

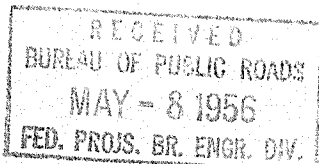
Length: 2.0 miles

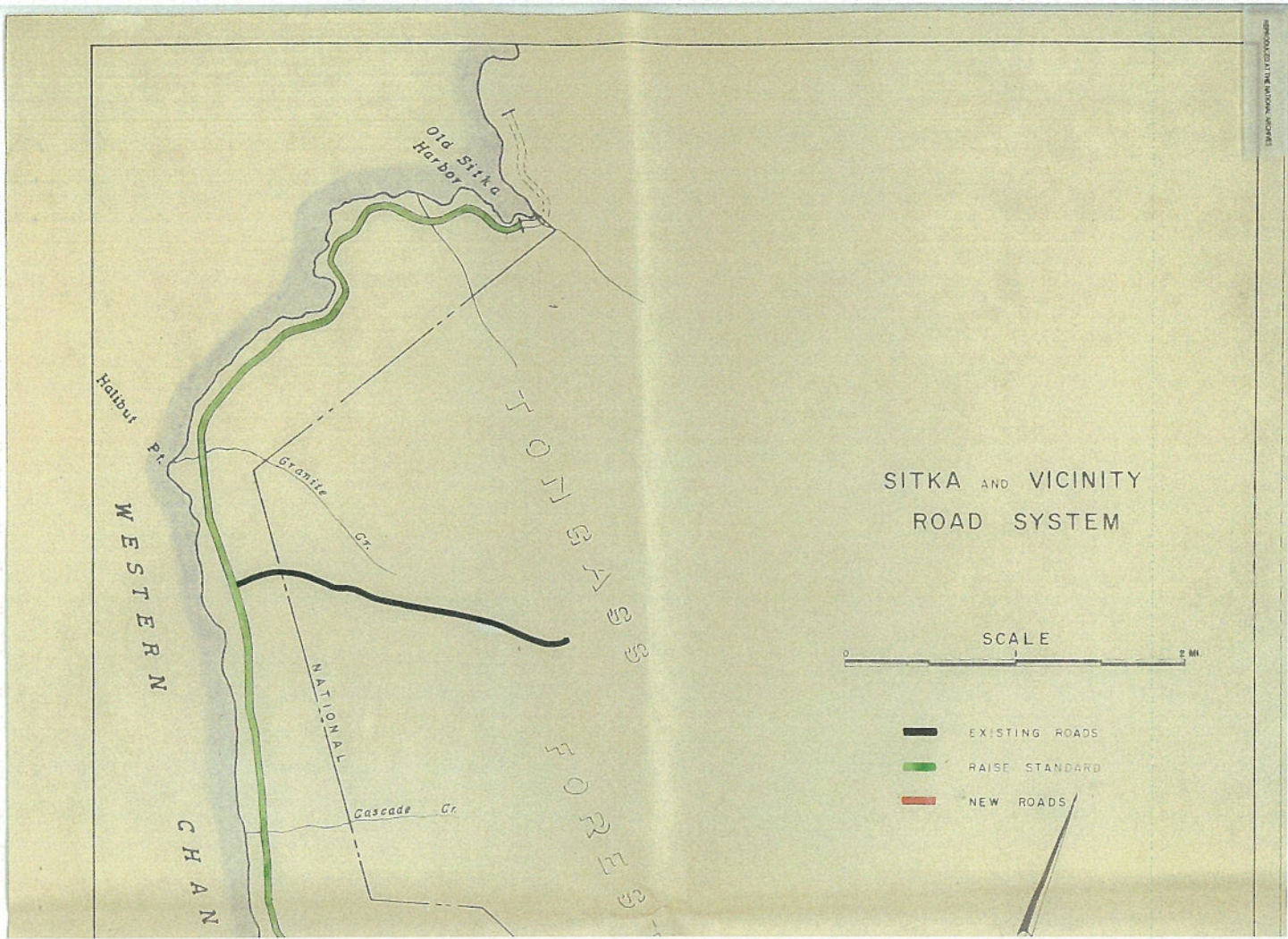
Estimated Cost: \$2,500,000

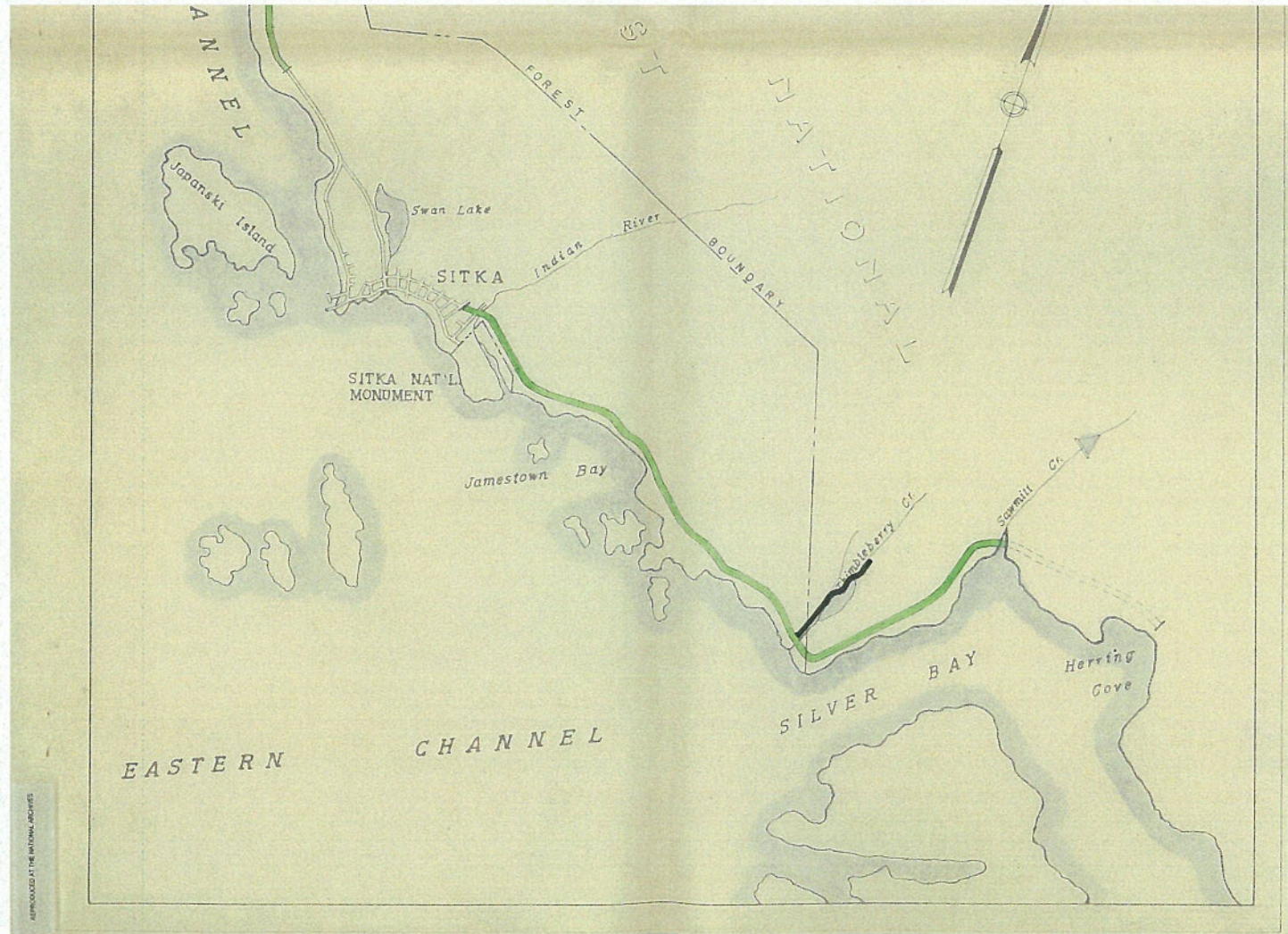
Ketchikan

Ketchikan and vicinity has increased in population approximately 50 percent since construction of the Ketchikan Pulp Company plant near that city. The traffic load through the city has been increased to some 7,000 motor vehicles a day over the city's arterial street system and it is impossible to maintain a substandard gravel-surfaced street with this amount of traffic flow where the average annual precipitation is 150 inches or more.

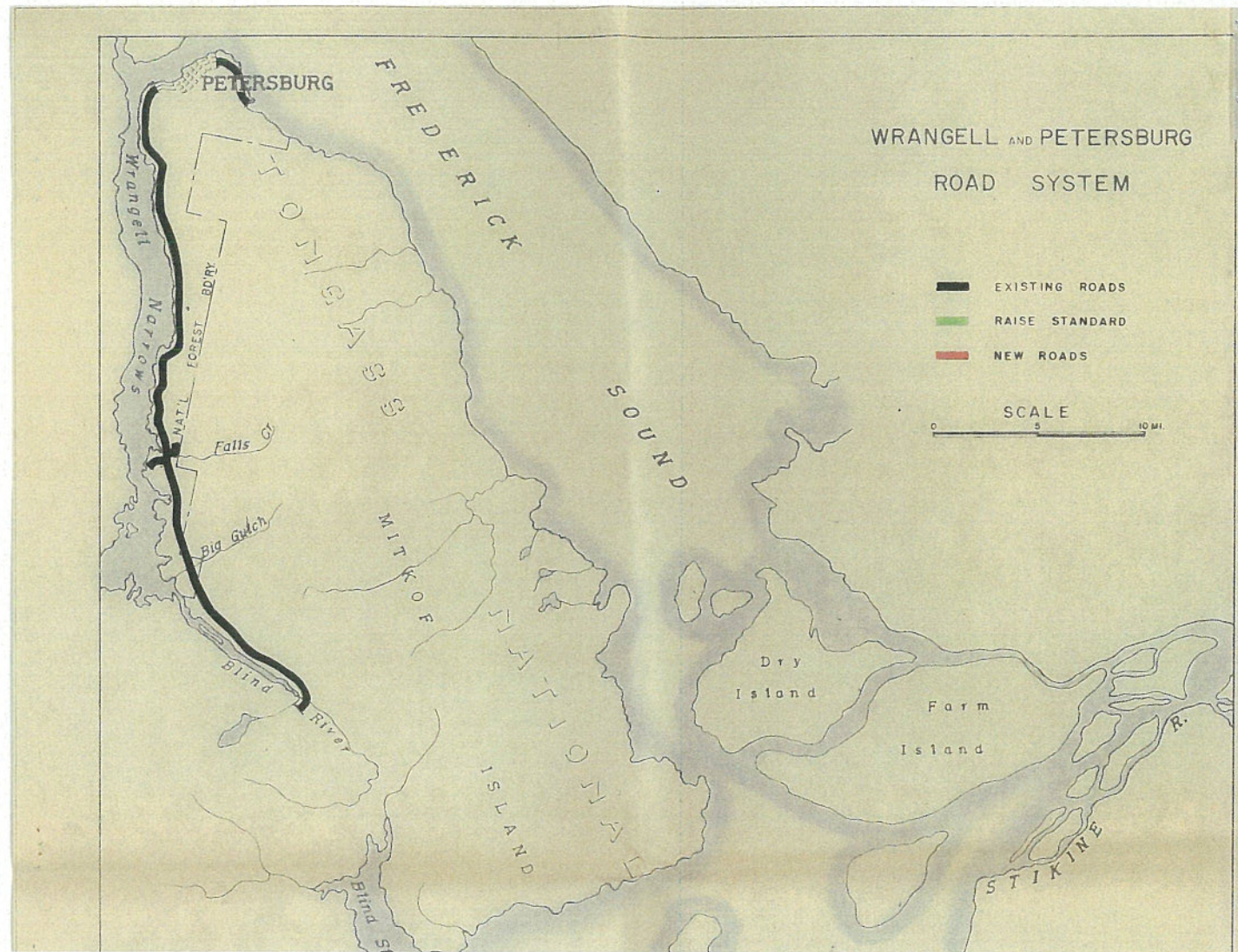
The city of Ketchikan has attempted to meet the traffic problem by improving the main arterial streets through the city. Contracts totaling more than 5 million dollars have been completed or are scheduled for completion in 1956. The city has reached the limit of its financial ability to improve its arterial streets. Approximately 10,000 lineal feet of 60-foot roadway remains to be improved to link the north and south sections of the Tongass Highway. Estimated cost for completion of this project, exclusive of acquisition of right-of-way and engineering services, is \$2,000,000.

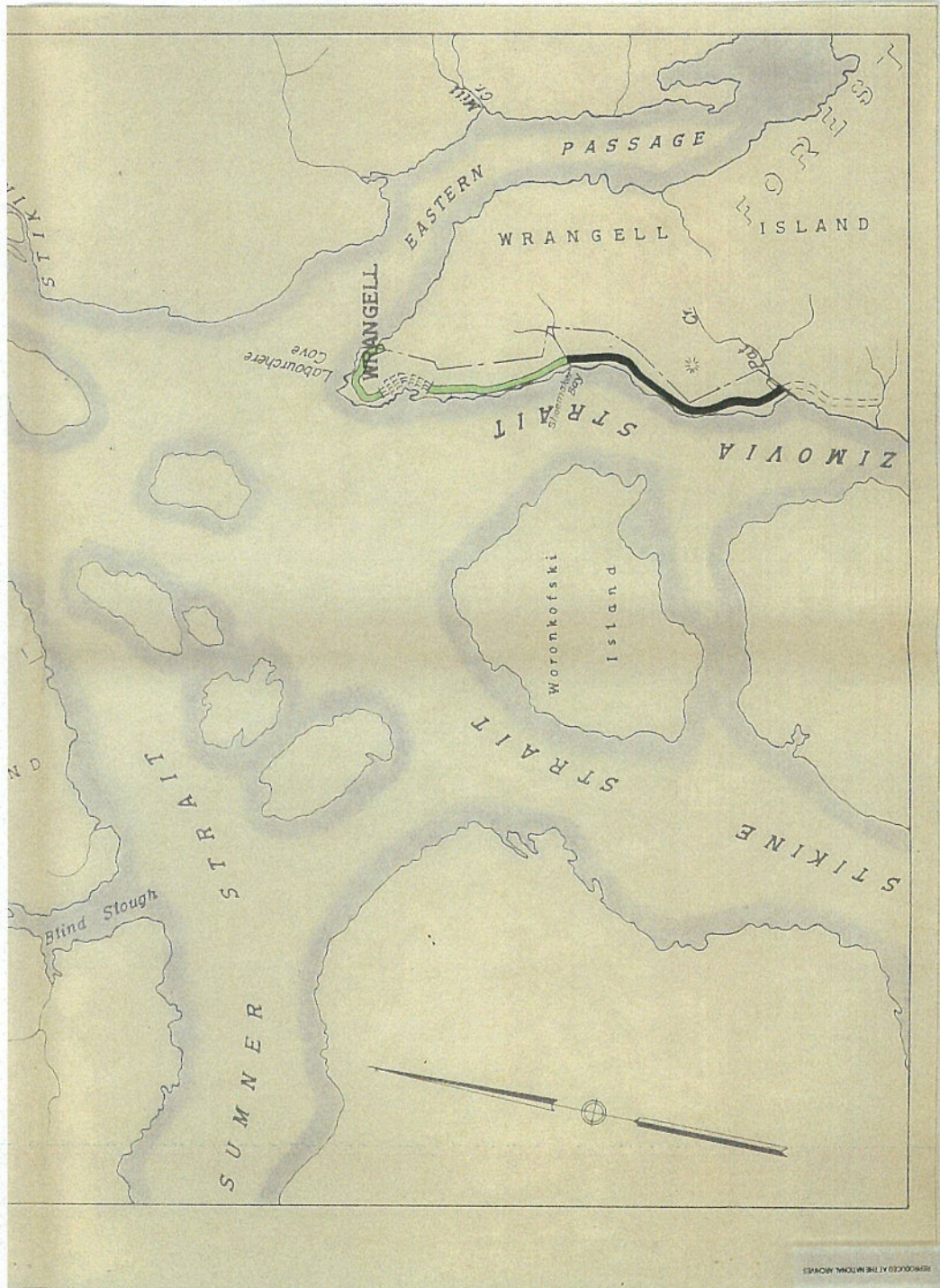


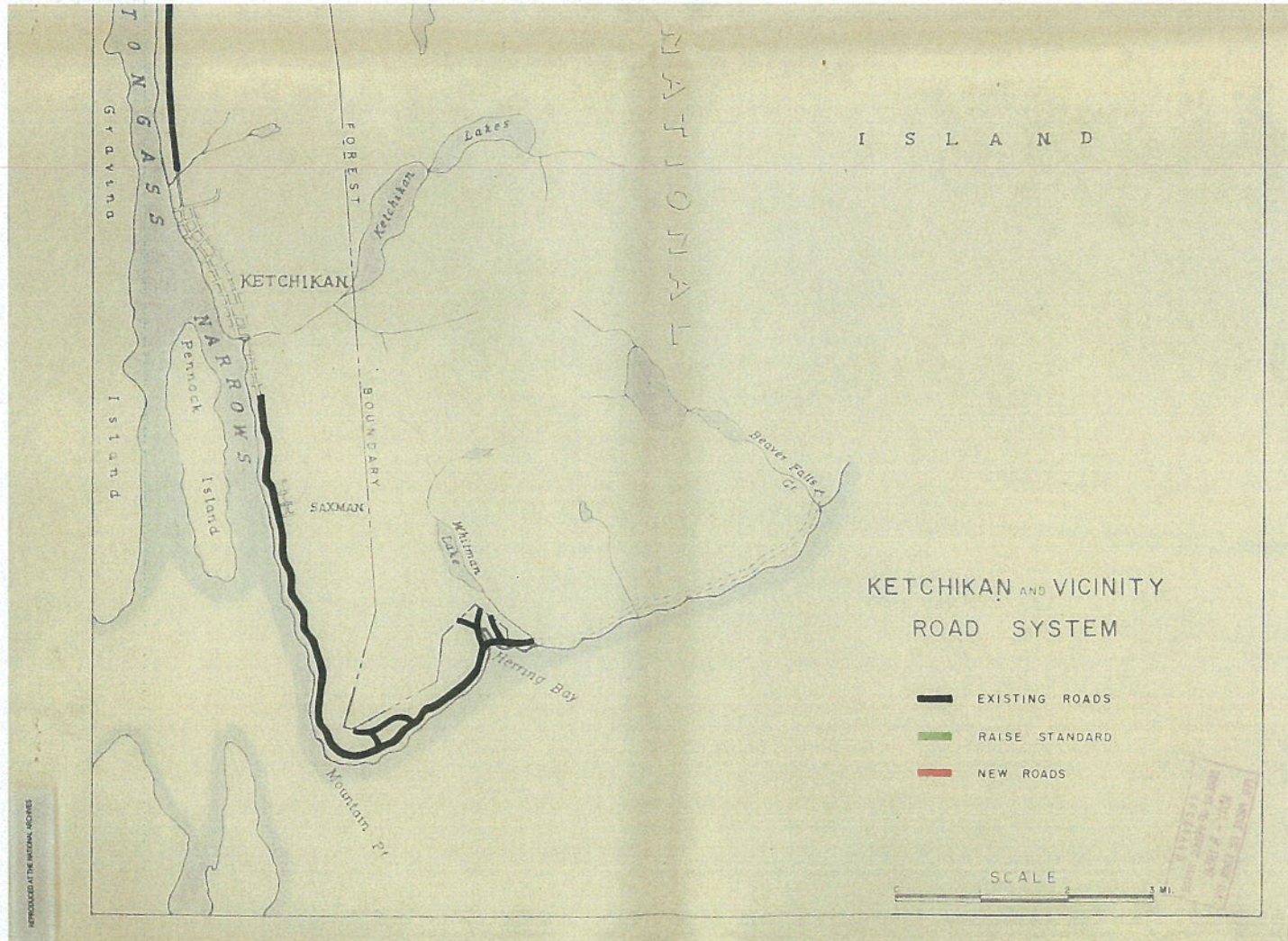




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TONGASS
NARROWS
Island

KETCHIKAN

NARROWS
Island

FOREST

BOUNDARY

SAXMAZ

Lakes

Ketchikan

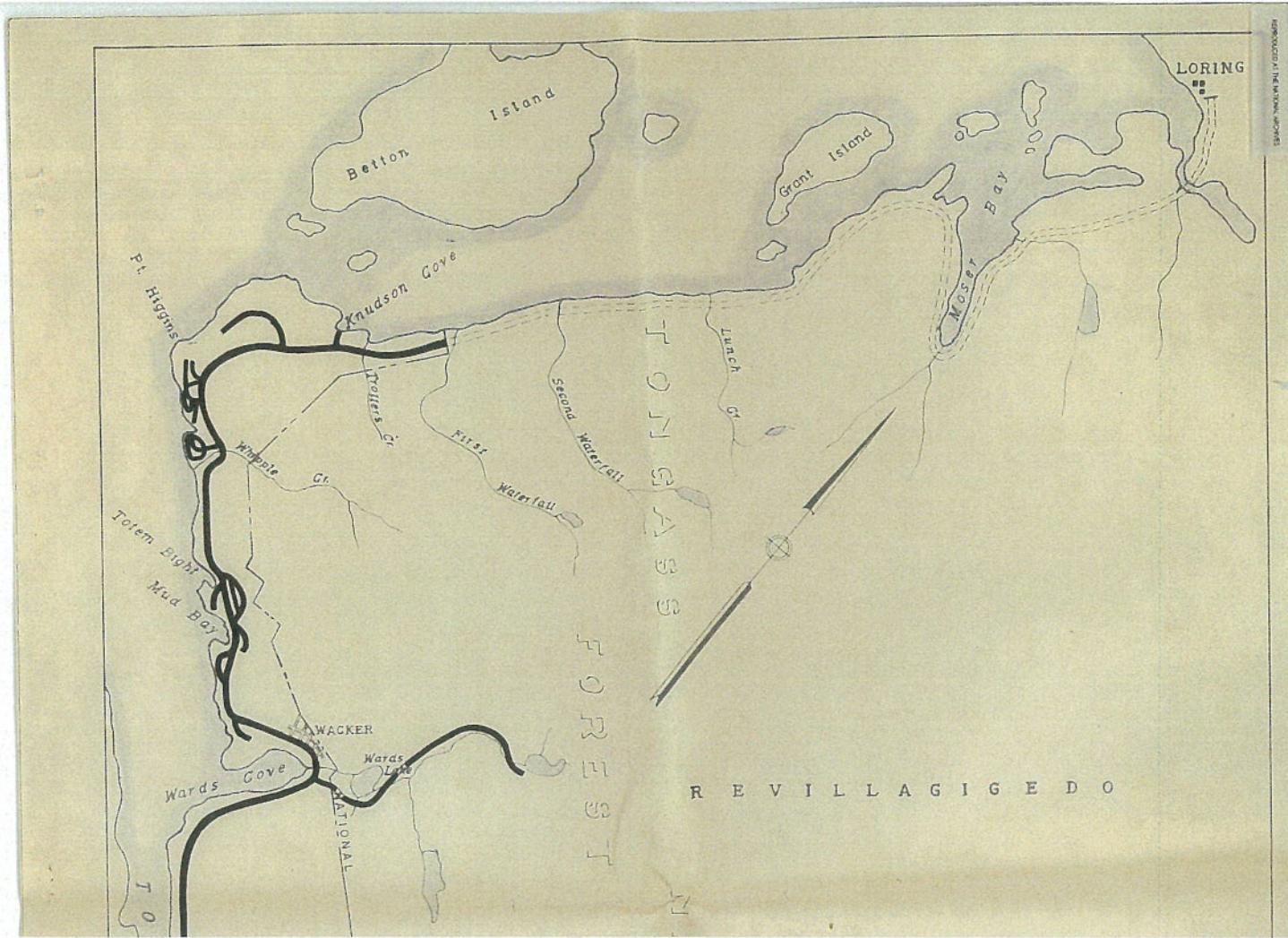
Whitman
Lake

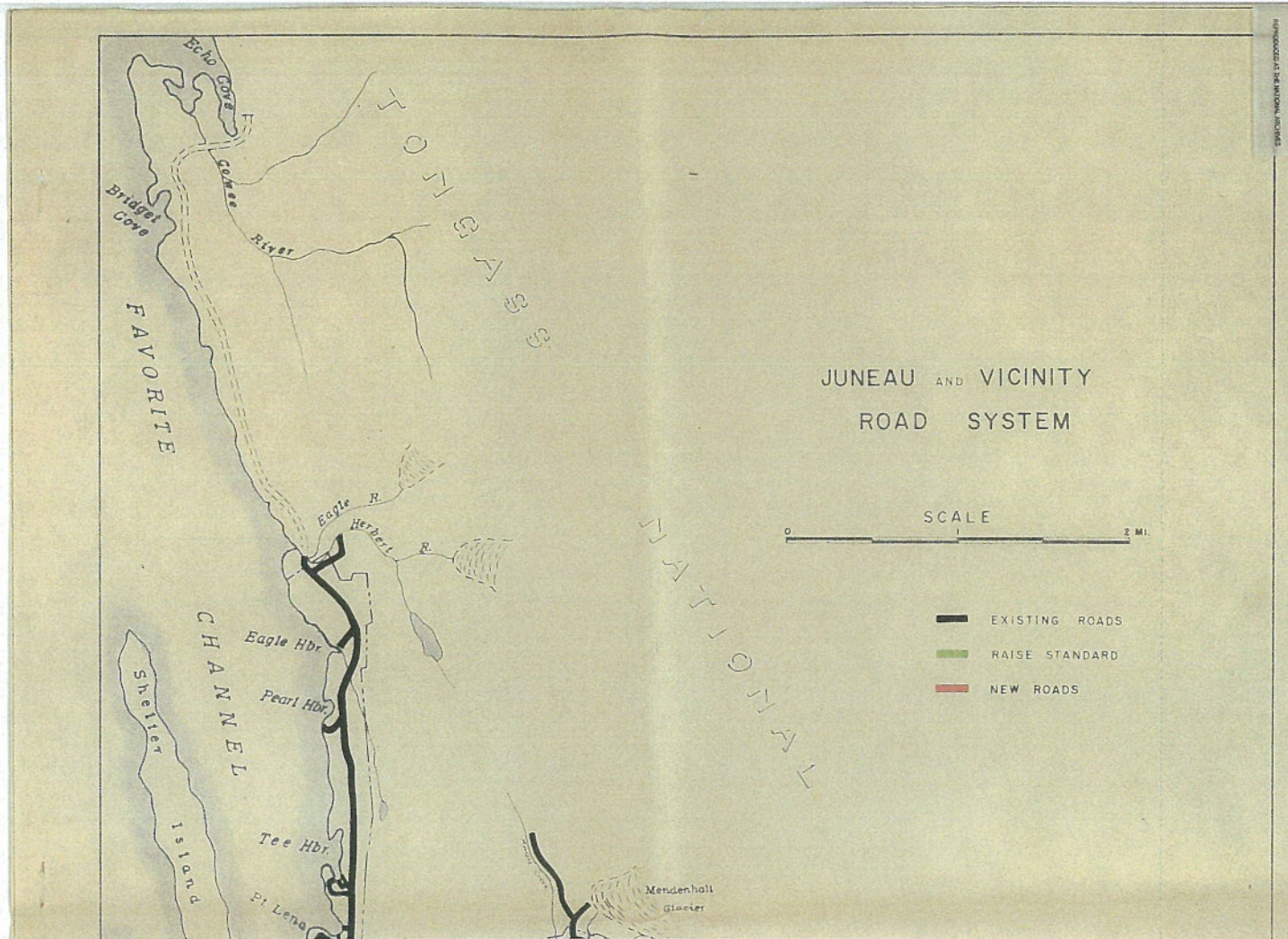
Beaver Falls
Cr.

Herring Bay

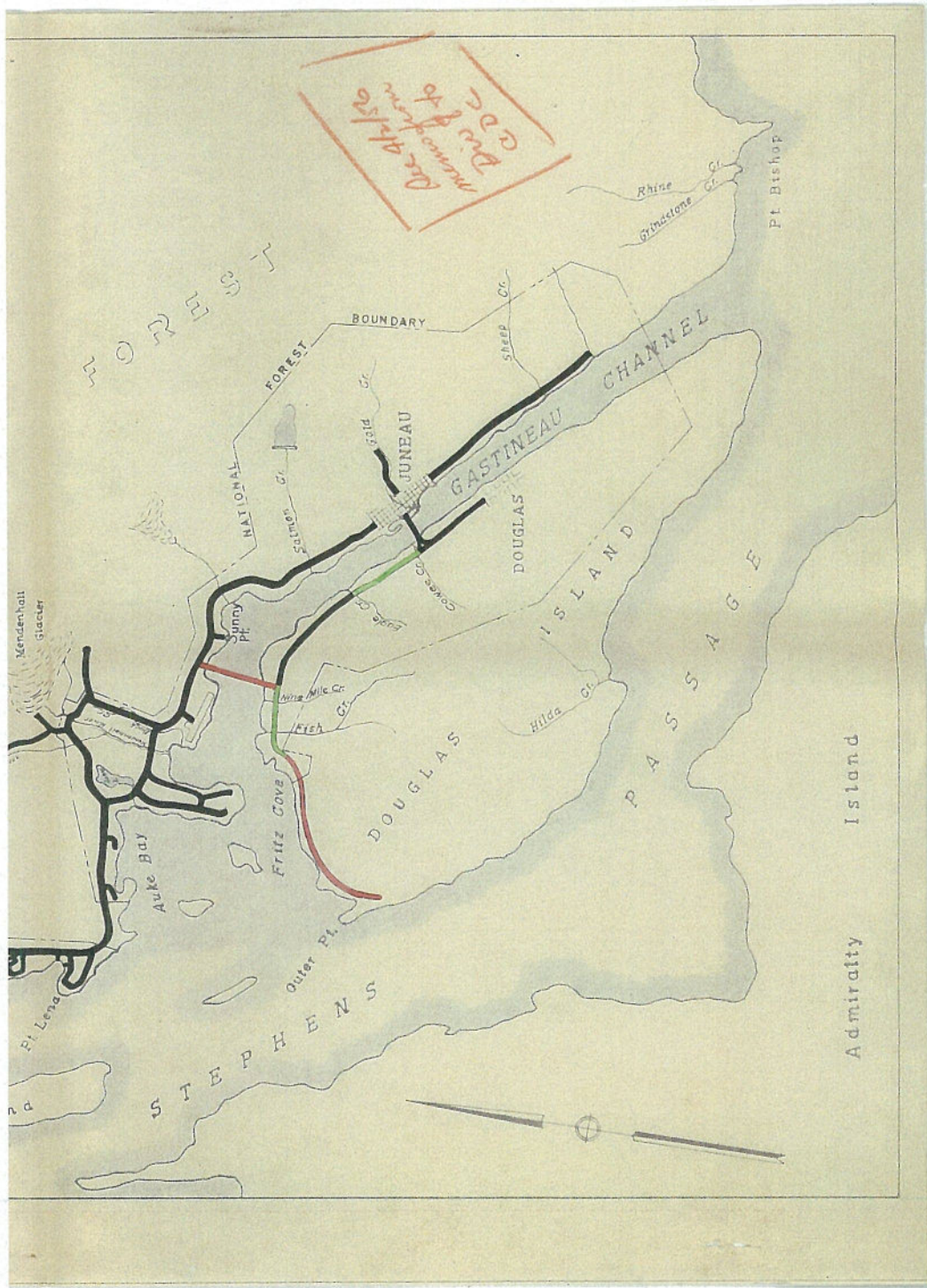
Moutson Cr.

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1900

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~~Mr. Curtiss~~ P. R. S.
(Alaska) Forest Hwy
Forest Hwy - Alaska

March 23, 1956.

Mr. Robert E. Sharp
City Manager
Ketchikan, Alaska

Dear Mr. Sharp:

This will acknowledge your letter of March 5th with reference to the use of Forest highway funds for the improvement of arterial streets in Ketchikan, Alaska. You ask that the matter be "re-examined and favorable action taken on the City's original request that Forest Service Highway No. 1 be designated to include connecting arterial streets through the City of Ketchikan, including required modification of existing Federal highway acts."

att: cc
to 2/21/56
from G. Johnson to
Reentryman, gov.

As you know, there has been considerable correspondence on this matter during the past year and the conclusion definitely reached that under present legislation there is no authority to expend Forest highway funds on projects such as North Tongass Avenue in Ketchikan. With respect to legislation, it would be appropriate of course for representatives of Alaska to submit their proposals to the Congress.

Sincerely yours,

Louis S. Rothschild

Louis S. Rothschild

Bureau of Public Roads
CDCurtiss:jcs - 3/22/56
Signer's copy
Return to Bureau of Public Roads

COPY TO UNDER SECRETARY FOR
TRANSPORTATION
[Signature]

[Signature]
3-22-56

March 23, 1956.
MAILED BY *[Signature]*

City of Ketchikan

OFFICE OF CITY MANAGER
P. O. BOX 1111
KETCHIKAN, ALASKA
1956
March 9, 1956
AM 9 01
DEPARTMENT OF COMMERCE
SECRETARY'S
CORRESPONDENCE UNIT

Honorable Louis S. Rothschild
Under-Secretary of Commerce for Transportation
Department of Commerce
Washington, D. C.

Dear Mr. Rothschild:

Your letter of February 27, 1956, to Mayor Goding has been referred to me for reply since the Mayor is temporarily absent from the City.

It has been our understanding from previous letters received and conferences held with Bureau of Public Roads and Forest Service officials that legislative authority exists for the construction of Forest Service Highways through cities, but the administrative policy has been to use available funds outside of cities. Therefore, your statement, at this time, that no assistance can be given unless the language of the Federal Aid Highway Acts is modified comes as a complete surprise.

Governor Heintzelman wrote the Mayor on this subject on February 14, 1956. A copy of Mayor Goding's reply of February 21, 1956, is enclosed for your information and consideration.

We feel that if this subject is re-examined in the light of actual conditions in Alaska adequate justification exists within the intent of Congress to construct highways through cities in National Forest areas in Alaska.

We also feel that Southeastern Alaskan Cities should receive the same consideration as the balance of the Territory where the Alaska Road Commission is authorized to construct highways through cities. The situation is comparable inasmuch as no taxes are collected in either National Forest areas or other areas reserved by the federal government or on public domain. A narrow tax base is the result in both areas.

"THE SALMON PACKING CAPITOL OF THE WORLD"

Honorable Louis S. Rothschild
Page Two

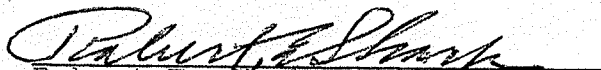
March 8, 1956

Also, the normal refunds to the Territory are being withheld under the Tongass Timber Act of 1947 thereby denying the Territory of revenues which could be used for highway construction.

The City of Ketchikan strongly urges that this matter be immediately re-examined and favorable action taken on the City's original request that Forest Service Highway No. 1 be designated to include connecting arterial streets through the City of Ketchikan, including required modification of existing federal highway acts.

Very truly yours,

CITY OF KETCHIKAN


Robert E. Sharp
City Manager

RES:reb

Enclosure - Copy letter to Gov. Heintzelman

Form SEC-254
(10-21-55)

U.S. DEPARTMENT OF COMMERCE
Office of the Under Secretary

ROUTING SLIP

Routing	Nec. action	Com-ment	See me re this	Signa-ture	Prepare reply for sign. of Under Sec. for Transp.
Rothschild					
Wilson					
Margolin					
Burton					
Leavens					
Shurberg					
Rhodes					
Nupp					
Hardeen					
<i>Mr. Curtis</i>					
<i>Pls prepare reply for H&H to sign AR 3/9</i>					
FROM: Paul F. Royster					

Comm-DC 5608

February 21, 1956

Honorable B. Frank Heintzelman, Governor
Territory of Alaska
Juneau, Alaska

Dear Governor Heintzelman:

I have received your letter of February 14, 1956, in regard to the improvement of a 5,900 foot unpaved section of Tongass Avenue, which connects with Forest Service Highway Route No. 1 at the northerly corporate limits of the City of Ketchikan. The City is sorely disappointed that the Bureau of Public Roads and the Forest Service officials continue to hold to policies designed for circumstances and conditions prevalent in the United States but which are not applicable in Alaska.

The stated reason for failing to designate connecting arterial streets in the City of Ketchikan as part of Forest Service Highway Route No. 1 is that such action would be contrary to the policy of the agencies concerned inasmuch as the congressional purpose of making funds available for Forest Service Highways is to provide roads and highways in rural areas on or in the vicinity of National forests where the withdrawal of large areas for national forests use restrict the amount of taxable property that would otherwise contribute to the cost of local road and highway construction and maintenance. We feel that there is more than adequate justification to revise this policy in the case of Alaska.

The tax base in Alaska is so narrow, with over 98 per cent of all its lands in federal ownership, that the revenues available to the territorial government are insufficient for it to make normal refunds to Alaskan Cities for community facilities, including street improvements and maintenance. In the United States the refunds by the states to cities, as an average, constitutes 21 per cent of the total city revenues, whereas in Ketchikan the amount of territorial refunds amounts to only 12 per cent. The Ketchikan

February 21, 1956

Independent School District embraces an area of 180 square miles, yet the total assessed value outside of Ketchikan is only \$9,050,365. Two reasons exist for this low value: (1) Some 87 per cent of the land (156 square miles) is in the Tongass National Forest, thereby reducing the school district tax base; and (2) The Ketchikan Pulp Company's \$53 million mill at Ward's Cove is assessed at only \$4.5 million. This very low assessed value in the school district outside the city results in the City paying over 70 per cent of the local school budget yet it represents only 1 per cent (1.9 square miles) of the total area and about fifty per cent of the population within the school district.

If the territorial refunds were normal and the assessed value of the school district increased to include fair value for the mill and national forest lands, it is safe to estimate the City would have \$200,000, annually, in added revenues. This amount would finance \$3.5 million in new construction at current rates for debt service on general obligation bonds.

Cities in Alaska do not receive federal assistance for urban highway system construction while in the United States, 25 per cent, or \$175 million, of the total federal aid funds are available for this purpose.

It appears to us that unless the officials of the Forest Service and Bureau of Public Roads are willing to recognize that the circumstances and conditions in Alaskan Cities are different than those existing in the United States and designate the arterial streets through Ketchikan as part of Forest Service Highway Route No. 1, they should take action to transfer this highway to the Alaska Road Commission of the Department of Interior. This agency has authority to construct highways through cities and would not be hampered by precedent or adverse policy considerations.

Industrial impacts such as Ketchikan has experienced is initially more of a liability than an asset to the local community because our financial position will not permit the construction of needed community facilities to service the increased population.

Governor B. Frank Heintzelman
Page Three

February 21, 1956

Local officials are constantly harassed from all sides including new and old residents alike. No one questions but what the long term effects of this development will be beneficial to all levels of government, but there has been a definite lack of cooperation and planning by the territorial and federal governments to assist cities to absorb this increased population and provide community facilities and services.

The City of Ketchikan feels that this matter should be completely re-examined in the light of need to service the industries being encouraged to develop Alaska rather than on policy undoubtedly established on circumstances and conditions existing in the United States rather than what actually exists in Alaska today.

Very truly yours,

CITY OF KETCHIKAN

J. H. Goding, Mayor

JHG:reb

FORM CD-15
(8-21-51)

DEPARTMENT OF COMMERCE
MEMO ROUTING SLIP

SUBJECT *Alaska Hwy. Gen -*

TO	ROOM NO.	BUILDING
<input type="checkbox"/> E. E. E. E. E.		
<input type="checkbox"/> D. W. E. E. E.		
<input type="checkbox"/>		
<input type="checkbox"/>		
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<input type="checkbox"/>		
<input type="checkbox"/>		
<input type="checkbox"/> Library		

ACTION

- | | |
|---|--|
| <input type="checkbox"/> READ AND INITIAL | <input checked="" type="checkbox"/> FOR YOUR INFORMATION |
| <input type="checkbox"/> PASS ON AS INDICATED | <input type="checkbox"/> FOR APPROPRIATE ACTION |
| <input type="checkbox"/> SEE ME | <input type="checkbox"/> PREPARE REPLY FOR MY SIGNATURE |
| <input type="checkbox"/> COMMENT AND RETURN | <input type="checkbox"/> SEND TO FILE |
| <input type="checkbox"/> INVESTIGATE AND REPORT | <input type="checkbox"/> |

MEMO
*What were you guys doing up there? - This soup the USED built it.
Clarke*

FROM: <i>W. W. Williams</i>	DATE: <i>4-12-56</i>
TELEPHONE NO. <i>3444</i>	BUILDING
	ROOM NO. <i>4013</i>

COMM-DC 7704

Page _____ of
Desp. No. 01
From Edmonton, Alberta.

UNCLASSIFIED
(Classification)

Page _____ of
Encl. No. _____
Desp. No. _____
From _____

RCD: JCVilliams
4-12-56
1 of 2

1,500-Man force:

The present commander of the Northwest Highway System is Brigadier H. L. Meuser. He commands a staff of about 700 army officers and men, in addition to some 800 civilians who work under army supervision.

Scattered along the 1,220 miles of the Canadian section of the highway, both soldiers and civilians work out of well equipped maintenance camps strategically located at intervals along the road. They also are responsible for the maintenance of seven emergency air strips and their access roads, as well as the Haines road cut-off, a 117-mile highway linking Haines Junction, Y. T. and the Alaska border.

Improvements made by Canadians:

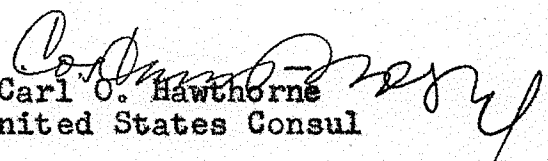
Some 13 new steel or concrete bridges have been built replacing temporary wooden structures erected by the Americans; countless numbers of the 7,000-odd culverts have been replaced; long stretches of the road have been relocated and rebuilt to improve approaches to new bridges, and traffic up and down the road has increased in volume as conditions improve.

Traffic during 1955:

During the year 1955 a total of 25,423 vehicles, carrying 59,561 passengers, moved up or down the highway.

Highway appreciated by residents of northwest:

The highway has, of course, been a great boon to such communities as Dawson Creek, B. C. and Whitehorse, Y. T., and residents of Canada's northwest continue to express their gratitude to the United States Army Corps of Engineers for having constructed this link with the outside world.


Carl O. Hawthorne
United States Consul

Original, mat and one copy to Department,
Copy to BNA,
Two copies to Embassy, Ottawa,
Copy to Consulate General, Vancouver.

Sources of information: Royal Canadian Engineers, the press and conversations with residents of the northwest.

UNCLASSIFIED

SURFACE

PRIORITY

UNCLASSIFIED

(Security Classification)

DO NOT TYPE IN THIS SPACE

FOREIGN SERVICE DESPATCH

811/2612/3-2056

FROM : Consulate, Edmonton

67
DESP. NO.

TO : THE DEPARTMENT OF STATE, WASHINGTON

March 20, 1956
DATE

REF :

For Dept. Use Only	ACTION	DEPT.
	REC'D	IN F O
	3-23	COM 10 ARMY of CIA-5 APR 2
		RM/R-2 REF-2 DL-6 ICA-10 E-3

SUBJECT:

CANADIAN SECTION OF ALASKA HIGHWAY AFTER TEN YEARS OF CANADIAN CONTROL

On April 1, 1956 it will be ten years since the Royal Canadian Engineers, commanded by Brigadier (now Major General) Geoffrey Walsh, took over from the United States Army control of the 1,220 miles of the Alaska Highway from Dawson Creek, B. C. to the Alaska border. The Canadian Army changed the name to the Northwest Highway System (but others still refer to the road as the Alaska Highway) and set up headquarters at Whitehorse, Y. T.

Early difficulties described:

Early days of Canadian maintenance of the highway were recently described by Lieut. Colonel J. R. B. Jones, RCE:

"We took over a strange, unknown ribbon of road covered with snow. We knew the vehicles and equipment left us were old and worn and needed replacement. It looked grim. We read the records of how the rivers rose suddenly in the spring and took out dozens of bridges; we were told of flash floods that sprang from mountain slopes to wash out miles of highway. It looked grimmer. We took another look at the old and decrepit road machinery, the tremendous task of sorting out warehouses full of unlisted tools and spare parts. It looked hopeless.

"However, by doing a lot of hard work and making a few good guesses we not only kept the road open, but we managed to do considerable work on improvement and building of bridges".

Maintenance a continuous struggle:

Keeping the road open for traffic is a year-round task, and engineers and soldiers of supporting services take their jobs seriously. Hampered by swarms of mosquitos and black flies in summer and sub-zero temperatures that have ranged as low as 83 degrees F. below zero in winter, they have succeeded, and today the road can compare with any major all-weather highway in Canada.

504.12

CO Hawthorne/dmr

UNCLASSIFIED

1,500-Man force:

INFORMATION COPY

Retain in divisional files or destroy in accordance with security regulations

*(Alaska) Forest Hwy -
Forest Hwy - Alaska Hwy*

40-20

March 12, 1956

Mr. C. D. Christensen
Chief of Records
Assistant to the Mayor
Improved Order of Redmen
P. O. Box 793
Natchitoches, Alaska

Dear Mr. Christensen:

In your letter of March 3, 1956, ^{att} you state that the organization you represent gives its full support to the efforts of the City of Natchitoches to obtain Government funds for the improvement of North Tongass Avenue.

There has been considerable correspondence in recent months between this office and other citizens of Natchitoches urging that the road in which you are interested be made a part of Alaska Forest Highway Route No. 1, which extends for a considerable distance on each side of Natchitoches, and that funds authorized by Congress for construction of forest highways be then made available for improvement of North Tongass Avenue.

As explained in our letters to the Mayor and to the City Manager, the basic purpose of forest highway fund authorizations is to discharge the Federal government's obligation to assist in financing the construction or improvement of the main highway within and adjacent to Federally-owned forest lands that are not subject to local taxation. We can fully appreciate the urgent need for improvement of the arterial streets in Natchitoches, but no doubt you and the other citizens of the town will recognize that to use forest highway funds for this purpose would not be wholly in accord with the intent of the basic legislation.

Unless the language of the Federal-aid Highway Act is modified to change the intent of forest highway fund authorizations, we do not see how these funds can be used to solve the problem with respect to the streets in Natchitoches. We earnestly hope that the city can find a means of financing the needed improvements with funds from other sources.

MBCChristensen:nc
cc: Files-2
Div Eng'r Andrews-2
Mr Clark
Mr Williams
Mr Christensen - copy with
Mr Robert

3-12-56

Very truly yours,

A. C. CLARK, Deputy Commissioner
Bureau of Public Roads

M. B. CHRISTENSEN

By
Assistant Deputy Commissioner

THLINKET TRIBE NO. 4



P. O. BOX 793
KETCHIKAN, ALASKA

SUN _____ MOON G. S. D. 4 _____
COMMON ERA _____ March 3 19 56 _____

Mr. C. D. Curtis,
Commissioner of Public Roads
Washington, D. C.

Dear Sir:-

By regular vote of Thlinket Tribe No. 4, Improved Order of Redmen, in Council assembled, Tuesday evening February 14, 1956, the Chief of Records was instructed to write a letter to you, affirming our full support of the City of Ketchikan's request for Government funds for the improvement of North Tongass Avenue.

My own personal experience with this section of road, has been as Grader Operator since 1943. During those years it has become increasingly difficult, and for the last two or three years, impossible, to maintain a decent surface during any appreciable rain-fall. To show the care required, and taken to keep this section passable, I will state that it has been my custom to spend four to six hours on this, approximately one mile of road, every wet day. With our rain-fall of one hundred fifty to over two hundred inches a year, we have a lot of wet days.

Very truly yours,

C. R. Hendricks,
Chief of Records

CRH/hh

*(Alaska) Forest Highway
of Forest Highway Alaska Route 1*

40-00

March 8, 1956

Hon. William F. Knowland

United States Senate

Dear Senator Knowland:

The following information is submitted in response to your memorandum of February 29, 1956, transmitting for our consideration a letter of February 9 to you from Mayor J. H. Goding of Ketchikan, Alaska, relative to the urgent need for funds to finance the improvement of North Tongass Avenue in Ketchikan. *copy att.*

Alaska Forest Highway Route 1 extends for a considerable distance on each side of Ketchikan, but the connecting streets within the city limits have never been included as a part of the designated forest highway route. There is no provision of existing law or regulation that prohibits the extension of forest highway routes into or through incorporated cities or towns, or the expenditure of forest highway funds for the construction of such extensions. It is our understanding, however, that a fundamental principle behind the adoption of authorizations for forest highways in the basic Federal-Aid Road Act of 1916 was that because the large areas of Federally-controlled land constituting the national forests are not taxable by States, territories and subdivisions thereof, the Federal government has an obligation to aid in financing and constructing the principal roads within and adjacent to forest areas. The lands within incorporated cities and towns are largely privately owned and subject to local taxation. Accordingly, it does not appear that the Federal government has an obligation to aid in financing the roads and streets within incorporated areas with funds authorized for forest highways. It is therefore believed that it would be contrary to the intent of the legislation to use forest highway funds for such purposes. *copy att.*

We can fully appreciate the urgent need for improvement of the arterial streets in Ketchikan, but unless the language of the Federal-aid Highway Act is modified to change the intent of forest highway fund authorizations, we do not see how these funds can be used to solve the problem that exists in Ketchikan. We know of no other Federal funds that would be available under present legislation for this purpose. It is earnestly hoped that the city can find means of financing the needed improvements with funds from sources other than Federal.

I recently had a conference in my office with Delegate Bartlett, Mr. Chigliens, Commissioner of the Alaska Road Commission, and Mr. Coulter of the Office of Territories of the Department of the Interior, at which time the general subject of Federal aid for highways in Alaska was discussed. You may be assured that the Bureau is desirous of cooperating in every possible way in furtherance of a sound and adequate highway program for Alaska.

The subject matter of Mayor Goding's letter has been discussed in considerable correspondence in recent months between this office and former Mayor George H. Beck of Ketchikan, and City Manager Robert H. Sharp.

As requested, we are returning Mayor Goding's letter to you of February 9, 1956.

Very truly yours,

C. D. CURTISS

C. D. Curtiss
Commissioner of Public Roads

Enclosure ✓

~~MB~~
MBChristensen:nc

cc: Files-2 ✓

Courtesy Copy

Mr Clark

Mr Christensen ✓

Mr Williams ✓

Mr Erhart

Div Engr Andrews-2

3-9-56)

BMW.

COPY

UNITED STATES SENATE

February 29, 1956

Respectfully referred to

Department of Commerce
Bureau of Public Roads
Washington, D. C.

with thanks for such favorable consideration as
the communication herewith submitted warrants,
and for a report thereon, in duplicate to
accompany return of inclosure.

By direction of

/s/ William F. Knowland

William F. Knowland

U. S. S.

COPY

CITY OF KETCHIKAN

Office of Mayor
P. O. Box 1110
Ketchikan, Alaska

February 9, 1956

Honorable William F. Knowland
United States Senate
Washington, D. C.

Dear Senator Knowland:

Since my return to Ketchikan, I find an emergency condition exists on a 5,900 foot unpaved section of North Tongass Avenue, which leads to the Ketchikan Pulp Company Mill at Ward's Cove. Rains have caused "frost boils" which makes the street almost impassable and is causing damage to motor vehicles.

This street is a part of our arterial system which connects with Forest Service Highway No. 1 on the North and South sides of Ketchikan. The Bureau of Public Roads and Forest Service have eliminated the connecting arterial streets through the City from the official highway route thereby leaving the full responsibility on the City for through arterial highway construction. There is no other federal highway program in existence to aid in arterial highway construction through our city.

The City has made repeated requests to the Bureau of Public Roads and Forest Service to correct this unfair situation by designating the highway route through the City and, at least, assisting in its improvement. Since the impact of the pulp mill development, the City has expended over \$4.5 million on its arterial street system. The City estimates the cost of improving the 5,900 foot unpaved section of North Tongass Avenue at \$1,507,505.00. Now, our financial condition is such that we cannot complete the balance of the arterial street improvements necessary to meet increased traffic.

I hesitate to bother you with this problem, but all our efforts have failed to date. We have attempted to provide community facilities for the increased population resulting from operations of the pulp mill which is considered of sufficient national interest to merit an accelerated depreciation write-off because of the defense aspects of its production. The City of Ketchikan would appreciate your assistance in obtaining funds for this street improvement.

Very truly yours,

CITY OF KETCHIKAN

/s/ J. H. Goding

J. H. Goding, Mayor

JHG:reb

(Alaska) Forest Highway
Forest Highway, Alaska etc

40-00

March 2, 1956

Mr. Kenneth McKee, President
Ketchikan Central Labor Council
P. O. Box 681
Ketchikan, Alaska

Dear Mr. McKee:

Your letter of February 20, 1956, points out the critical need for immediate improvement of North and South Tongass Avenues in Ketchikan. You also urge that these streets be designated a part of Forest Highway Route 1, and that steps then be taken to allocate the necessary funds to finance the urgently needed improvements.

The proposal that Alaska Forest Highway Route 1 be extended to include certain Ketchikan streets and that such streets then be improved with forest highway funds has been discussed in several recent exchanges of correspondence between this office and the Mayor and the City Manager of Ketchikan. As explained in our letters to the Mayor and to the City Manager, the basic purpose of forest highway fund authorizations is to discharge the Federal government's obligation to assist in financing the construction or improvement of the main highways within and adjacent to Federally-owned forest lands that are not subject to local taxation. We can fully appreciate the urgent need for improvement of the arterial streets in Ketchikan, but no doubt you and the other citizens of the area will recognize that to use forest highway funds for the purpose would not be wholly in accord with the intent of the basic legislation.

Unless the language of the Federal-aid Highway Acts is modified to change the intent of forest highway fund authorizations, I do not see how these funds can be used to solve the problem with respect to the streets in Ketchikan. I earnestly hope that the city can find a means of financing the needed improvements with funds from other sources.

I recently had a conference in my office with Delegate Bartlett, Mr. Ghiglione, Commissioner of the Alaska Road Commission, and Mr. Coulter of the Office of Territories of the Department of the Interior, at which time the general subject of Federal aid for highways in Alaska was discussed. You may be assured that the Bureau is desirous of cooperating in every possible way in furtherance of a sound and adequate highway program for Alaska.

Very truly yours,

C. D. CURTISS

C. D. Curtiss
Commissioner of Public Roads

MBChristensen:mc

cc: files-2 ✓

Div Engr Andrews ✓

Mr Clark ✓

Mr Williams ✓

Mr Christensen ✓

Mr Erhart ✓

3-2-56

Phone 4506 or 4248

P. O. Box 741X
681

McKee
Sharp
McKee

KETCHIKAN CENTRAL LABOR COUNCIL

KENNETH McKEE, President
GIL MARTIN, Vice-President
ANNE EVENSEN, Secretary

AMERICAN FEDERATION OF LABOR
CONGRESS OF INDUSTRIAL ORGANIZATIONS

Ketchikan, Alaska



February 20, 1956

Mr. C.D. Curtis
Commissioner of Public Roads
Washington, D.C.

Dear Mr. Curtis:

In our meeting of the Central Labor Council February 16th at Ketchikan, Alaska, we were told by Mr. Sharp, City Manager of Ketchikan, and an engineer of Ketchikan that the arterial street of the City of Ketchikan, namely North and South Tongass should be a part of Forest Service Highway No. 1, and should be the concern of the Federal Agency to allocate funds for necessary improvement due to the increased traffic loads that are traveling over this portion of North and South Tongass arterial streets.

The Engineer's estimate is it will take \$973,983.00 for necessary drainage, road way and surface work, and \$533,522.00 for replacement for worn out water and sewer lines before permanent improvements are made.

We are told the condition of the street will not withstand the traffic loads which have reached 2564 cars a day. Its condition is deplorable even though a great deal of expense is incurred each year in the maintenance of this road by the City. Therefore we believe that the Bureau of Public Roads and Forest Service should designate these arterial streets of the City of Ketchikan as part of Forest Service Highway No. 1.

Therefore we the Ketchikan Central Labor Council and its affiliated members and Locals call upon your good office to use its facilities to designate the above-named arterial streets as part of Forest Service Highway No. 1. We also call upon you to use the facilities of your office to get the necessary allocated funds, to improve North and South Tongass Avenue, which is a part of Forest Service Highway system in this area.

In closing we wish to take the opportunity to thank you in advance for your co-operation and immediate action on the above-mentioned matter and hope to hear from you at an early date.

cc: Dr. Richard E. McArdle
Delegate E.L. Bartlett
Cledamae Seaman
Governor Heintzleman
A.F. Hartung
George Meany
Mayor Goding ✓
City Manager Sharp

Sincerely yours,

Kenneth McKee
Kenneth McKee, President
Ketchikan Central Labor Council
AFL-CIO

KMcK:wb

(Alaska) Forest Highways

40-00

March 2, 1956

Mr. W. K. Boardman, Manager
Ketchikan Chamber of Commerce
Ketchikan, Alaska

Dear Mr. Boardman:

Your letter of February 14, 1956 ^{att} urges that the arterial streets of Ketchikan be designated part of Forest Highway Route 1, and that all possible steps be taken to obtain funds for the immediate improvement of the unpaved section of North Tongass Avenue in Ketchikan.

The proposal that Alaska Forest Highway Route 1 be extended to include certain Ketchikan streets and that such streets then be improved with forest highway funds has been discussed in several recent exchanges of correspondence between this office and the Mayor and the City Manager of Ketchikan. As explained in our letters to the Mayor and to the City Manager, the basic purpose of forest highway fund authorizations is to discharge the Federal government's obligation to assist in financing the construction or improvement of the main highways within and adjacent to Federally-owned forest lands that are not subject to local taxation. We can fully appreciate the urgent need for improvement of the arterial streets in Ketchikan, but no doubt you and the other citizens of the area will recognize that to use forest highway funds for the purpose would not be wholly in accord with the intent of the basic legislation.

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Very truly yours,

C. D. CURTISS

C. D. Curtiss
Commissioner of Public Roads

MBChristensen:nc

cc: files-2 ✓

Div Engr Andrews-2

Mr Clark ✓

Mr Williams ✓

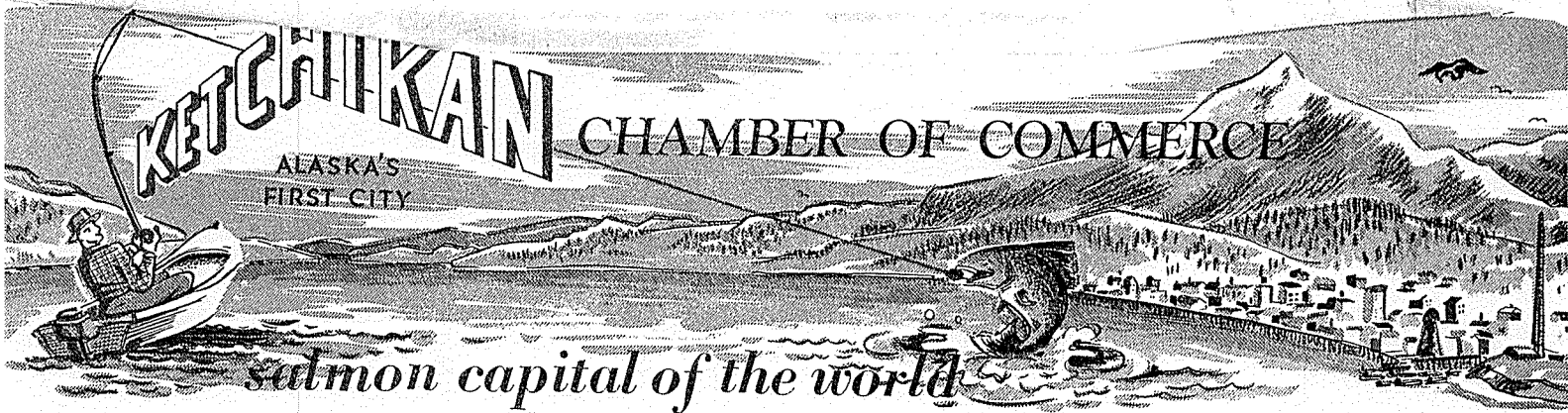
Mr Christensen ✓

Mr Erhart ✓

3-2-56

10-00

FEBRUARY 14, 1956



February 14, 1956

Mr. C. D. Curtis
Commissioner of Public Roads
Washington, D. C.

Dear Mr. Curtis:

North Tongass Highway in Ketchikan from the Northern City limits inbound has long presented a serious problem to this community. Since the advent of the pulp mill at Ketchikan the traffic load this portion of our arterial road system has been forced to accommodate has resulted in a further deterioration of the road bed which can only be cured by new construction.

We join with the City Government of Ketchikan in urging that the Bureau of Public Roads and the U. S. Forest Service designate the arterial streets of the city as part of Forest Service Highway No. 1 (North and South Tongass Highway) and that these agencies seek construction funds this year to make necessary improvements to meet the increased traffic load. The traffic load, incidentally, has reached 2,564 cars per day at Third and Tongass Avenues, and 1,602 cars per day at Carlanna Bridge on Tongass Avenue.

We respectfully urge that you take all possible steps to assist in obtaining funds to immediately improve the unpaved section of North Tongass Avenue in Ketchikan along the lines suggested herein.

Yours very truly,

KETCHIKAN CHAMBER OF COMMERCE

W. K. Boardman
W. K. Boardman, Manager

WKB/lm

Office Memorandum • UNITED STATES GOVERNMENT

TO : Mr. A. C. Clark, Deputy Commissioner, Wash. D.C. DATE: February 29, 1956
 ATTN: Mr. George Williams

FROM : Chr. E. Wyller, District Engineer, Juneau, Alaska

SUBJECT:

Reference is made to your request through the Division office for information concerning previous commitments made by the Territory of Alaska in the matter of right-of-way acquisition on Forest Highways. In searching the old files, we have found six cooperative agreements which have a paragraph that refers directly to the right-of-way acquisition. Photostatic copies of these agreements are attached.

We also found several other cooperative agreements which make no mention of right-of-way, but which stipulates Territorial contribution to surveys, construction and maintenance. Among these cooperative agreements are the three mentioned in Mr. Andrew's memorandum of February 4th about the same subject and we understand that his office will forward copies of these three agreements.

In looking over these agreements, program letters and Forest Highway expenditure records, it is apparent that the Territorial cooperation was considerably larger, percentagewise, in the earlier years than it has been in the later years. As the Forest Highway authorizations increased, the Territorial Board of Road Commissioners felt that what Territorial money was available for road construction should be spent in the sections of the Territory which did not benefit from the Forest Highway appropriations. Cooperation on construction projects therefore just about ceased in about 1930 except that the Territory did cooperate later in the construction of a few isolated projects in which the Territorial Board was particularly interested. The cooperation in maintenance did, however, continue in accordance with the original agreements up to about fiscal year 1935. We have been unable to find any written cancellation of previous agreements, but we know that since that year we have had no Territorial funds for maintenance.

It is noteworthy that while cooperation of construction projects became more infrequent and the cooperation in maintenance ceased altogether, the Territorial Highway Engineer continued with full cooperation in the matter of acquiring rights-of-way. The two cooperative agreements attached dated August 9, 1939 and August 27, 1940 respectively, make no reference to cooperation in maintenance, but do specify the Territorial obligation to obtain the right-of-way and pay for it. Both agreements state that Bureau of Public Roads will cooperate with actual plats, surveys, etc.

The general procedure which was established in the early years prior to 1926, which is as far back as I have any personal knowledge in the matter was for Bureau of Public Roads to do the actual survey work, prepare the plats and easement forms and actually negotiate with the property owners for the right-of-way. In practically all cases, right-of-way could be obtained for a nominal sum, usually \$1.00, and this, together with any recording fees required, was paid personally by the Bureau of Public Roads engineer handling the matter. The Territorial Highway Engineer's office reimbursed the Public Roads employee on a Territorial Voucher. Only if it became impossible to obtain the right-of-way for a nominal sum did the Territorial Highway Engineer enter into personal negotiations with the property owners. This happened, for instance, on Project 2-A9, Salmon Creek Bridge, which involved relocation of a section of Glacier Highway. The property owners made an exorbitant demand of \$5,000 for the right-of-way involved and refused to negotiate any further. Mr. William Hesse, at that time Territorial Highway Engineer, then took over the case and by threatening condemnation, obtained the right-of-way for \$500.00.

This general procedure continued up through the years and there was complete agreement and harmony between the Territorial Highway Engineers and the Bureau of Public Roads in this matter until about 1948, when Mr. Frank Metcalf took over as Territorial Highway Engineer. He objected to paying for right-of-way, but after being informed of the long standing of the agreement and the established procedure, he agreed to continue providing the right-of-way. In order to avoid any future misunderstanding, an agreement was drawn, which was signed by Mr. Metcalf for the Board of Territorial Road Commissioners and Mr. H. A. Stoddart for the Bureau of Public Roads. One of the original copies of this agreement which was dated December 2, 1949 is attached.

It soon became apparent that the special program financed by the special appropriation for Tongass National Forest would involve extensive right-of-way acquisitions and that considerable sums of money would be involved. An agreement relating to acquisition of rights-of-way on Alaska Forest Highways was entered into by the Territorial Board of Road Commissioners, the U. S. Forest Service and the Bureau of Public Roads on May 16, 1950. An original copy of this agreement is attached. Subsequently, specific agreements were executed covering the acquisition of specific right-of-way parcels, which it appeared would have to go to condemnation. Copy of an agreement dated February 1, 1951 for right-of-way for Project 2-D4, F6 and a copy of an agreement dated September 22, 1952 for right-of-way on Tongass Highway are attached.

It will be noted that in these latter agreements, the U. S. Forest Service entered as a third party, agreeing to handle condemnation suits that may be necessary. This was because the Bureau of Public Roads did not have the right of condemnation and at that time the Territorial laws of condemnation were inadequate. The Forest Service, on the other hand, could condemn and also had the right of immediate taking of land under authority granted the Secretary of Agriculture. The Forest Service later ruled that due to the 1948 act transferring appropriations for Forest

Highways to the Department of Commerce, the Secretary of Agriculture no longer had the authority to condemn lands for Forest Highway purposes. In 1953 the Territorial Legislature passed a modern condemnation law including a law providing for taking possession by Eminent Domain. The Territory therefore has the legal machinery required for expeditious handling of right-of-way acquisitions.

The funds used by the Territory to pay for the rights-of-way were the portion of the Forest receipts which have been turned back to the Territory for highway use. For some years past, these funds have been held in escrow pending settlement of the Indian Aboriginal Claim. When funds accumulated previously had been exhausted, the Territorial Attorney General ruled that the receipts under the Alaska Gas Tax Law could not be used for right-of-way acquisition. The Territorial Highway Engineer therefore pleaded that he did not have any funds to use for this purpose. This was changed, however, in the last session of the Territorial Legislature, which in 1955 changed the Gas Tax Law so that these moneys now can be used for purchase of right-of-way, as well as other highway purposes. The income from the Territorial Gas Tax to the highway fund is now approximately \$2,600,000 per annum. Incidentally, Mr. Reed, the present Highway Engineer did not push either the condemnation laws or the change in the Gas Tax Law and it was largely through the efforts of the U. S. Forest Service and the Bureau of Public Roads that these laws were enacted.

The difficulties inherent in the Bureau of Public Roads obtaining rights-of-way are well described in Mr. Andrew's memorandum of February 24th. We had an experience in how difficult it is in the Territory of Alaska to obtain a title search and generally conduct right-of-way acquisition to meet Federal standards back in 1942 when we obtained some rights-of-way on Project DA-WR3 which were paid for by access funds. In acquiring the right-of-way from a Mr. and Mrs. Danner, we started negotiations in March and April of 1942. Mr. Boykin required an abstract of title and we were instructed to obtain bids from lawyers for this work. All lawyers refused to bid and the abstract was finally obtained from the U. S. Commissioner. We obtained the abstract on September 30, 1942 and all papers were forwarded to Washington a short time thereafter. The last reference in our files to this case is a copy of a wire dated September 13, 1943 to the Washington office from Mr. M. D. Williams asking that the payment for the right-of-way obtained be accelerated. The project had been completed on July 31, 1943. It was only because the owners were cooperative and more than reasonable in their attitude that we did not get in serious difficulties. The fact that it was wartime probably had some bearing on the owners attitude.

We have discussed this matter of rights-of-way acquisition with Mr. Wm. B. Adams, Chief of the Real Estate Branch of the Alaska Road Commission. He states that the Alaska Road Commission has the authority to purchase right-of-way with Federal funds and that they obtain easements in the name of Alaska Road Commission, that is, the Federal Government. For this latter reason, Territorial funds are not being used for

February 29, 1956

right-of-way purchases. Their policy is to negotiate the easement with the owner for free or for a nominal \$1.00 payment. It is usually successful, because the Alaska Road Commission generally operates in sparsely settled areas, but occasionally they do have to pay a more substantial purchase fee. They so far have had only one case come to condemnation. It took one year and a half to complete this case, which was handled through the Justice Department and the local District Attorney's office. We know that the District Attorney's offices in Alaska are so swamped that any case handled through their offices will be subject to long delays.

Mr. Adams further commented on the general problems connected with acquiring real estate in Alaska. He has found, as have we, that it is necessary to conduct title searches of our own to get any idea of the validity of the deed granted by the present occupant of the property. Mr. Adams is an experienced real estate officer from the states and said that he was amazed when he came to Alaska some five or six years ago in this work, to find the chaos that exists in the majority of the real estate titles. He estimates that at least 90% of all real estate titles in Alaska are cloudy and will not permit the owner to give a clear warranty deed without going through the court with a suit to quiet title. We are convinced that if we are to obtain the right-of-way for the U. S. Government and pay for it with government funds, we would have to employ an real estate officer, who is experienced in abstracting titles and who could devote his entire time to right-of-way acquisition. We would probably also need the part time services of a lawyer to process the cases in court. Assuming that we had these services, it would still take at least a year to clear the titles for the right-of-way on one project. Just what procedure we would follow in case it became impossible to come to an agreement with a property owner, we do not know, since it is our understanding that the Department of Commerce and the Bureau of Public Roads do not have the right of condemnation and Eminent Domain.

We have Project 16-A4, C4, D3, E2, which is scheduled for construction this coming season, and which will require the acquisition of approximately 50 different parcels of right-of-way. We do not expect any particular difficulty on this acquisition, and believe that if we can obtain quitclaim deeds in the name of the Territory under the procedure which has been in force heretofore, we can accomplish the acquisition by approximately July 1st. If we have to obtain the deeds in the name of the U. S. Government with Forest Highway Funds and satisfy the more stringent requirements of the Federal Government in matters of this nature, we are certain that we cannot get the project ready for construction before 1957.

In considering this matter of right-of-way acquisition in conjunction with the general cooperation by the Territory, it appears to us that the Territory instead of gradually assuming more and more functions and obligations, which they will have to assume if and when the Territory becomes a state, it is trying to do less and less in the matter of cooperation. The original cooperation in surveys, construction, and maintenance